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Message Text

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INFO OCT-01 AF-06 EUR-12 ISO-00 AID-05 EB-07 CIAE-00

INR-07 NSAE-00 L-02 TRSE-00 AGR-05 CU-02 COME-00

OMB-01 HEW-02 OES-03 SR-02 ORM-01 ARA-06 EA-06 NEA-09

/087 W
---------- 089737
P R 181555Z APR 75
FM AMEMBASSY ACCRA
TO SECSTATE WASHDC PRIORITY 7224
INFO AMEMBASSY LONDON
USUN NEW YORK 522
USMISSION GENEVA
AMCONGEN MONTREAL
AMEMBASSY PARIS
AMEMBASSY ROME
AMEMBASSY VIENNA

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DEPT PASS AID

LONDON FOR IMCO

MONTREAL FOR ICAO

PARIS FOR UNESCO

ROME FOR FODA

VIENNA FOR IAEA AND UNIDO

EO 11652 NA
TAGS: EAID, UNDP
SUB: CERP 0008 EVALUATION OF UN ASSISTANCE PROGRAM

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REF: STATE 064907

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1. SUMMARY-UN RES REP ACCRA APPEARS WELL ESTABLISHED BOTH WITH DIPLOMATIC COLLEAGUES AND INTERNATIONAL DEVELOPMENT COMMUNITY IN ACCRA AND TO HAVE BUILT SOUND RELATIONSHIPS WITH GOG. IN BEST JUDGMENT AMERICAN OBSERVERS HE EXERCISES EFFECTIVE LEADER-SHIP ALL UNDP ACTIVITIES THOUGH LESS EFFECTIVE IN REGARD COOR-DINATION ACTIVITIES UN SPECIALIZED AGENCIES FUNDED OWN BUDGETS RATHER THAN BY UNDP. RES REP PLAYS ACTIVE PART INFORMAL MONTHLY DONOR COORDINATING MEETING. MAJOR PROBLEM UNDP AND OTHER UN SPECIALIZED AGENCY PROGRAMS INVOLVES SCATTERATION RESOURCES OVER LARGE NUMBER SMALL ACTIVITIES AND LACK COMPLEMENTARITY UN PROGRAMS. END SUMMARY.

2. ROLE OF UNDP IN UN DEVELOPMENT ASSISTANCE
UN RES REP ACCRA , DR. GREGORIO FELICIANO, IS A PHILIPPINE NATIONAL, FORMER SECRETARY OF SOCIAL WELFARE IN GOP, AND WIDELY INTERESTED IN DEVELOPMENT PROCESS NOT ONLY THROUGH GOP EXPERIENCE BUT ALSO THROUGH EARLIER INTERESTS IN PHILIPPINE RURAL RECON-STRUCTION MOVEMENT. FELICIANO FRIENDLY WITH US AND OTHER WESTERN REPRESENTATIVES BUT ALSO MAINTAINS CORDIAL RELATIONSHIPS SOCIALIST COUNTRIES WELL REPRESENTED BY EMBASSIES IN ACCRA. FELICIANO HAS NOW COMPLETED APPROXIMATELY TWO YEARS IN PRESENT POST-HIS FIRST UN RES REP ASSIGNMENT. APPEARS TO HAVE ESTABLISHED HIMSELF WELL BOTH WITH DIPLOMATIC COLLEAGUES AND INTERNATIONAL DEVELOPMENT
COMMUNITY IN ACCRA AND TO HAVE BUILT SOUND RELATIONSHIPS WITH GOG. THE RES REP IS ACTIVE PROFESSIONALLY AND SOCIALLY, WELL KNOWN AND ENJOYS RESPECT OF HIS UN FAMILY COLLEAGUES. IN BEST JUDGMENT AMERICAN OBSERVERS FELICIANO EXERCISES EFFECTIVE LEADERSHIP ALL UNDP ACTIVITIES AND IS GENERALLY EFFECTIVE COORDINATOR OF OTHER UN TECHNICAL ASSISTANCE. FOR PROTOCOL PURPOSES UN AGENCIES CONSIDER RES REP SENIOR UN OFFICIAL.TO BEST OUR ABILITY JUDGE FROM THIS VANTAGE POINT FELICIANO HAS STRONG RELATIONSHIPS UN AGENCIES AT FIELD, REGIONAL AND HEAD-QUARTERS LEVELS THOUGH OPPORTUNITIES OBSERVE THESE RELATIONSHIPS AT BEST LIMITED. IBRD-UNDP RELATIONSHIPS IN GHANA APPEAR CORDIAL THOUGH NO STRONG EVIDENCE EXISTS SUGGEST IBRD PROGRAMS FLOW IN SUBSTANTIAL WAY FROM COORDINATED PLANNING WITH UN RES REP. IMPRESSION HERE IS BANK TAKES MORE INDEPENDENT LINE AND EXERCISES GREATER INITIATIVE THAN UNDP WHICH GENERALLY PLAYS MORE PASSIVE
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ROLE RESPONDING GOG PROJECT PROPOSALS. HENCE, COORDINATION ESSENTIALLY PASSIVE BETWEEN THESE AGENCIES. ALSO APPEARS RES REP

MORE EFFECTIVE IN COORDINATING SPECIALIZED AGENCIES' ACTIVITIES FUNDED BY UNDP THAN THOSE FUNDED FROM THEIR OWN BUDGETS, WHICH PROBABLY A REFLECTION OF INHERENT NATURE OF UN SYSTEM. UNICEF PROCEDURES ARE TO SUBMIT MULTI-YEAR PLANS TO UNDP BUT THIS ONLY CONSIDERED PRO FORMA AND USED FOR DEVELOPMENT OF UNDP COUNTRY

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PROGRAM WHICH LISTS UNICEF ACTIVITIES. UN RES REP HAS ON NUMBER OCCASIONS TAKEN PERSONAL INITIATIVE TO BRING DONORS TOGETHER IN TECHNICAL AREAS PRIMARILY IN INSTITUTING AGRICULTURE SUB-COMMITTEE OF DONOR GROUP AND TECHNICAL DISCUSSION GROUPS OF AGRICULTURE PROJECT MANAGERS. HAS ALSO TAKEN PERSONAL INITIATIVE IN ADVISING GOG ON APPROACHES TO SLECTED DEVELOPMENT PROBLEMS, PARTICULARLY RELATED TO HIS PAST EXPERIENCE.

3. COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE
GHANA NO LONGER HAS CONSULTATIVE GROUP WHICH PROVIDED MAJOR MECHANISM FOR TOP LEVEL COORDINATION UNTIL FALL OF BUSIA GOVERNMENT AT BEGINNING CY 72. CG NO LONGER ACCEPTABLE MECHANISM TO GOG WHICH ALLEGED AT TIME OF COUP THAT DONORS AS GROUP HAD EXERCISED EXCESSIVE AND INTERVENTIONIST ROLE IN DETERMINATION GHANA ECONOMIC AND DEVELOPMENT POLICIES. NEVERTHELESS, GOG FINALLY AGREED NEGOTIATE WITH AND ULTIMATELY REACHED ACCEPTABLE SETTLEMENT WITH WESTERN CREDITORS AS A GROUP AT ROME MEETING IN APRIL 1974. SUBSEQUENT BILATERAL AGREEMENTS ON MEDIUM TERM DEBT RESCHEDULING WITH ALL MAJOR CREDITORS HAS OPENED WAY FOR LARGE SCALE RESUMPTION FLOW OF ECONOMIC ASSISTANCE TO GHANA WITH COMMITMENTS EXPECTED TO REACH $150 MILLION DURING FY 75.
ONLY REMAINING CONTINUING COORDINATING FORUM FOR GHANA DONORS IS INFORMAL DONOR COORDINATION MEETING HELD MONTHLY BY LOCAL DONOR REPRESENTATIVES CHARIED BY AMBASSADOR OR SENIOR AID AGENCY REPRESENTATIVE IN COUNTRY ON ROTATING BASIS. UN RES REP REGULAR AND ACTIVE PARTICIPANT THESE SESSIONS BUT DOES NOT PLAY STRONG LEADERSHIP ROLE BECAUSE GROUP RECENTLY AGREED MAINTAIN ROTATING CHAIRMANSHIP RATHER THAN INVITE RES REP HOLD PERMANENT CHAIRMANSHIP. THIS ACTION, HOWEVER, REFLECTS DESIRE RETAIN IMAGE INFORMALITY THIS COORDINATING MECHANISM VIS-A-VIS GOG RATHER THAN ADVERSE REFLECTION ON RES REP. GOG DOES NOT PARTICIPATE THESE MEETINGS AND CON-SENSUS AMONG DONOR REPS IS THAT IT REMAINS INADVISABLE SEEK
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RENEWAL OF SUCH PARTICIPATION WHICH HAD BEGUN IN LAST SIX MONTHS BUSIA REGIME BUT TERMINATED WITH NRC COUP.

4. OTHER UN SYSTEM ACTIVITIES
ON BASIS VERY LIMITED OPPORTUNITY OBSERVE UN RES REP ACTIVITIES THIS AREA, BELIEVE HE PERFORMS SATISFACTORILY AND HAS BEEN ENTRUSTED WITH SUCH MATTERS AS WOULD APPROPRIATELY FALL WITHIN HIS RESPONSIBILITY. HOWEVER, APPEARS THAT OTHER UN AGENCIES DO NOT MAKE CONSCIOUS EFFORTS TO AVOID DUPLICATION WITH OTHER UN ACTIVITIES IN SIMILAR AREAS NOR IS THERE SERIOUS EFFORT TO PLAN PROGRAMS TO COMPLEMENT EACH OTHER ACTIVITIES.

5. COUNTRY PROGRAM REVIEWS
RES REP HAS KEPT OTHER DONORS INFORMED CONCERNING PLANNING, PROGRESS IN EXECUTION AND ANNUAL REVIEWS HELD OF

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FIVE YEAR UNDP COUNTRY PROGRAM. OUR IMPRESSION
IS ANNUAL REVIEWS HELD REGULARLY WITH PARTICIPATION BOTH
HOST COUNTRY OFFICIALS INVOLVED AND EXECUTING
AGENCIES WHERE MEETINGS CONVENED UNDER JOINT ARRANGEMENTS
BETWEEN GHANA MINPLAN (EXTERNAL AID DIVISION) AND RES REP.
LAST SUCH FULL REVIEW HELD ON INFORMAL BASIS DURING JUNE 1974
WITH FORMAL SESSION (LARGELY CONFIRMING INFORMAL REVIEW)
COMPLETED EARLY MARCH 1975. FORMAL SESSIONS ATTENDED BY
GHANA DESK OFFICER FROM UNDP HEADQUARTERS. IMPRESSION IS RE-
VIEWS RESULTED SIGNIFICANT RESTRUCTURING AND ELIMINATION LOW
PRIORITY ACTIVITIES AND SUBSTANTIAL PRE-PLANNING
UPCOMING FIVE YEAR COUNTRY PROGRAM. THERE IS A NEED WITHIN
THE UN FAMILY HOWEVER FOR PERIODIC EXCHANGE OF INFORMATION
AT THE TECHNICAL LEVEL.

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COME-00 OMB-01 HEW-02 OES-03 SR-02 ORM-01 /087 W
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6. APPRAISAL OF PROPOSED PROJECTS

IN ADDITION TO MEETINGS OF DONOR COORDINATION COMMITTEE,
EMBASSY'S ECONOMIC/COMMERCIAL COUNSELOR, AID DIRECTOR AND OTHERS

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MEET INFORMALLY FROM TIME TO TIME WITH RES REP. THESE SESSIONS
ARE OCCASSIONS FOR GENERAL DISCUSSIONS DEVELOPMENT ENVIRONMENT,
UN RELATIONSHIPS AND PLANNED PROGRAMS. AS RESULT THESE CON-
TACTS, U.S. MISSION MAINTAINS CONTINUING FAMILITARITY ONGOING
PROGRAMS AND PLANS FOR NEW ACTIVITIES BY UNDP AND OTHER UN
AGENCIES. MISSION HAS SUBMITTED COMMENTS ON PROPOSED UN PRO-
JECTS ON REQUEST UNDER OLD PROCEDURES WHERE PROJECTS REVIEWED
AND APPROVED IN NEW YORK. UNDER NEW PROCEDURES OUR COMMENTS
ESSENTIALLY LIMITED TO INFORMAL DISCUSSION IN DIRECT CONTACT
WITH RES REP. IN ADDITION, CONTACTS MAINTAINED THROUGH
INITIATIVES BOTH PARTIES BETWEEN USAID ON ONE HAND AND LOCAL
OR REGIONAL REPS SUCH AGENCIES AS WHO, FAO, UNICEF AND WFP.
PROJECT PLANS ALSO REVIEWED INFORMALLY WITH AGENCY PROJECT
OFFICERS ON SCENE AND VIEW EXCHANGED REGARDING COMMON INTERESTS
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AND FUTURE PLANS. GENERALLY THESE RELATIONSHIPS CORDIAL, FRUTIFUL
AND CONSIDERED MUTUALLY ADVANTAGEOUS BOTH PARITIES.

7. PROJECT IMPLEMENTATION

OVERALL IMPRESSION UNDP PROGRAMS IN GHANA IS THAT SUBSTANTIAL PART
REMAIN ESSENTIALLY IN TRADITIONAL UNDP MODE INVOLVING SUBSTANTIAL
SCATTERATION SMALL ACTIVITIES WHICH (WITH SIGNIFICANT EXCEPTIONS)
UNLIKELY HAVE STRATEGIC IMPACT. THE UNDP AND OTHER SPECIALIZED
AGENCIES COMMITTED FUNDS FOR SIXTY FIVE SEPARATE PROJECTS IN 1973.
SOME TWENTY EIGHT OF THESE PROJECTS HAD COMMITMENTS IN THAT YEAR
AMOUNTING TO LESS THAN U.S. $10,000. ONLY SEVENTEEN HAD
COMMITMENTS OF U.S. $50,000 OR MORE IN 1973. TYPICALLY, PRO-
JECTS ARIS E FROM INITIATIVES VAROUS MINISTRIES AND AGENCIES
AND FIVE YEAR FUNDING PARCELED OUT MEET SOME NEEDS EACH CLAIMANT
RATHER THAN THROUGH EXERCISE RIGOROUS PRIORITY SELECTION BASED
OVERALL STRATEGY.THIS DERIVES IN PART FROM ESSENTIALLY PASSIVE
ROLE HOST GOVERNMENT COORDINATING MECHNANISMS (MINPLAN-EAD).
CONCEPT OF COUNTRY PROGRAM HAS NOT YET HAD SIGNIFICANT IMPACT.
RES REP HOPEFUL NEW FIVE YEAR PROGRAM WILL REFLECT GREATER SELECTI-
VITY.SIGNIFICANT EXCEPTION TO THIS CHARACTERIZATION UN PROGRAMS
IS "GHANA 520" PROJECT TESTING FERTILIZER IMPACT AND CO-OPS AS
MAJOR INPUT DISTRIBUTION VEHICLE IN MAJOR AREAS OF CEREAL PRO-
DUCTION. THIS PROGRAM APPEARS BE DEVELOPING VERY USEFUL
RESULTS OF WIDESPREAD FIELD TESTING FERTILIZER AND IMPROVED
VARIETY THOUGH LACKS ONE SIGNIFICANT ELEMENT NAMELY FARMING SYSTEM
APPROACH WITHIN COMPLEX INTER-CROPPING HUMID FOREST-BELT PATTERN.
PROJECT MAINLY EFFECTIVE IN PROMOTING PURE STAND CROPPING AND
LARGELY APPLICABLE THESE CONDITIONS HENCE MAY MISS SOME ELEMENTS
KEY PROBLEMS SMALL FARMER. AT OTHER END OF SPECTRUM IS FAO PLANNING
PROJECT IN SAME MINAG UNIT WHERE USAID PROJECT WAS BEGUN
SUBSTANTIALLY EARLIER AND TERMINATED SINCE FAO
PROGRAM BEGAN. DIFFICULTIES BOTH CASES DUE PROBLEMS
ASSOCIATED LACK PERCEPTION OF SIGNIFICANCE AND ROLE PLANNING UNIT

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AT CERTAIN LEVELS MINAG AND INABILITY RETAIN COMPETENT TRAINED
STAFF, HENCE, PERENIALLY SHORT OF COUNTERPARTS, SLOW RECRUITMENT
BY UN APPEARS BE UNIVERSAL PROBLEM WHICH AFFLICTS GHANA PROGRAM
AS WELL. COMPLEX ADMINISTRATIVE PROCEDURES AND WEAKNESS OF
LOCAL SUPPORT APPEARS BE SIGNIFICANT MORALE FACTOR AMONG UNDP
AND SPECIALIZED AGENCY STAFFS AFFECTING TO SOME EXTENT PROJECT
PERFORMANCE.UNDP LOCAK OFFICE SUBJECT TO PRESSURES REGARDING
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RETENTION LOCAL STAFF. IN GOG REVIEW OF UN PROJECT PROPOSALS,
THERE HAS BEEN CONSISTENT STRESS BY GOG ON REDUCING IN UNDP,
AND PARTICULARLY FAO, PROJECTS PROPORTION OF FUNDS ALLOCATED
FOR FOREIGN TECHNICAL EXPERTS.

8. PROJECT EVALUATION

WE HAVE COMPARATIVELY LIMTED INSIGHT OPERATIONS AND EFFECTIVENESS
EVALUATION SYSTEM FOR INDIVIDUAL PROJECTS. WE DO NOT RECEIVE
COPIES RES REP ANNUAL REPORT HENCE HAVE NO MEANS APPRAISING
SAME. RES REP CANVASSES ALL DONORS AND PREPARES ANNUAL REPORT OF
ASSISTANCE RENDERED TO GHANA. RES REP PROUD OF FACT INFO IN
FORTHCOMING 1974 REPORT TO COVER PRC, USSR AND OTHER SOCIALIST
DONORS OPERATING IN GHANA. HE FEELS THEREFORE FOR FIRST TIME THIS
REPORT WILL BE "COMPLETE". IN FACT, HOWEVER, REPORT HAS IN PAST NOT
INCLUDIED ALL PROJECTS BUT IS USEFUL COMPENDIUM OF SUBSTANTIAL
PART ACTIVITIES UN AND BILATERAL DONORS.

9. WOMEN IN DEVELOPMENT

RES REP GHANA SENSITIVE TO ISSUES INVOLVED WOMEN IN DEVELOPMENT.
MAINTAINS CLOSE CONTACT GOG THIS AREA. ONE FEMALE STAFF MEMBER
ASSIGNED GHANA FROM ILO TO UNDP LOCAL STAFF DEVOTING APPROXIMATELY
30-40 PERCENT TIME THIS FIELD AND HAS INITIATED PILOT RURAL
DEVELOPMENT PROJECTS TO BECOME TRAINING SITE FOR NATIONAL EFFORTS
EXPECTED DEVOTE SUBSTANTIAL ATTENTION WOMEN'S DEVELOPMENT CONCERNS.
IN CONSULTATION USAID, GOG AND UNDP HAVE BEEN EXPLORING COMPLEX
ISSUE IMPROVED HEALTH SERVICES AND OTHER REQUIREMENTS PERMIT
WOMEN (ESPECIALLY IN MODERN SECTRO) PLAY MORE ACTIVE AND UN-
STRUCTURED ROLE AS EMPLOYEES PRIVATE AND GOVERNMENT AGENCIES AND
INSTITUTIONS. LATTER HAS NOT JELLED BUT WORK CONTINUES. RES
REP REPRTS HE ANXIOUS COOPERATE IN EFFORTS INCREASE PROPORTION
WOMEN IN STAFF AND EXPERT POSITIONS AT ALL LEVELS. BELIEVE PRO-
GRESS BEING MADE.UNCIEF IS TAKING AN ACTIVE PART IN WOMEN'S
ASPECT IN COMMUNITY DEVELOPMENT THROUGH SUPPORT OF DAY CARE
CENTERS AND WOMEN'S TRAINING CENTERS. THE INPUTE TO THESE
ACTIVITIES ARE SMALL IN RELATION TO NEEDS AND NO SIGNIFICANT
IMPACT CAN BE EXPECTED.

10. MAY BE DESIREABLE ENCOURAGE GREATER COMMUNICATION AT WORKING
LEVEL AMONG TECHNICIANS OF RELATED UN AGENCIES AND PROGRAMS

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AND SIMILARLY WITH BILATERAL PROGRAM TECHNICIANS.

TECHNICAL ASSISTANCE ACTIVITIES OF THE UNDP AND
OTHER AGENCIES OF THE UNITED NATIONS FAMILY: 1973

	COMMITMENT OVER DURATION OF PROJECTS EXTANT IN 1973	ESTIMATED COMMITMENT 1973
AGRICULATURE, FORESTRY AND FISHERIES	3,117,350	810,100
EDUCATION	1,002,100	324,500
HEATLH	123,390,050 1/	760,470
INDUSTRY	370,750	140,250
LABOR, MANAGEMENT & EMPLOYMENT	1,462,270	359,230
NATURAL RESOUCES	432,540	217,030
POPULATION	1,685,600	291,450
GENERAL ECONOMIC AND SOCIAL POLICY PLANNING	345,550 2/	133,800
RELIEF ACTIVIES	3,751,160	1,044,340
SCIENCE AND TECHNOLOGY	166,950	27,850
SOCIAL SECURITY AND OTHER SOCIAL SERVICES	61,850	10,000
TRANSPORT AND COMMUNICATIONS	242,830	44,630
VOLUNTEERS	40,000	20,000
	136,069,000	4,183,650

1/ INCLUDES 120,000,000 OVER 1974-1994 FOR REGIONAL ONCHOCERCIASIS CONTROL IN VOLTA RIVER BASIN FUNDSED BY IBRD.

2/ INCLUDIES IDA TECHNICAL ASSISTANCE TO GHANA'S AGRICULTURAL DEVELOPMENT BANK.
COMPILTED FORM "DEVELOPMENT ASSISTANCE TO GHANA: 1973:" RES REP, UNDP AND USAID ESTIMATES: 1974 REPORT NOT YET AVAILABLE.
BLACK

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: FOREIGN ASSISTANCE, PROGRAM ASSISTANCE, CERP 0008
Control Number: n/a
Copy: SINGLE
Draft Date: 18 APR 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: MorefiRH
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975ACCRA02512
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Film Number: D750138-0058
From: ACCRA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t19750435/aaaabgpt.tel
Line Count: 371
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION IO
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 7
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: 75 STATE 064907
Review Action: RELEASED, APPROVED
Review Authority: MorefiRH
Review Comment: n/a
Review Content Flags:
Review Date: 07 APR 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <07 APR 2003 by BoyleJA>; APPROVED <21 MAY 2003 by MorefiRH>
Review Markings:

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US Department of State
EO Systematic Review
05 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: CERP 0008 EVALUATION OF UN ASSISTANCE PROGRAM LIMITED OFFICIAL USE
TAGS: EAID, GH, UNDP
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 05 JUL 2006